



Z-15-03-003

**Planning & Community Development
Zoning Staff Report and Plan Amendment Evaluation**

Zoning Commission Hearing Date: September 21, 2015

GENERAL INFORMATION

| | |
|----------------------------|--|
| APPLICANT | Mary Luper on behalf of L& W Development Co. |
| HEARING TYPE | Overlay District Boundary |
| REQUEST | Removal of three properties from the College Hill Local Historic District Overlay District . Existing base zoning of O (Office) to remain unchanged |
| CONDITIONS | N/A |
| LOCATION | 1107, 1109, & 1111 West Market Street |
| PARCEL ID NUMBER(S) | 7864168424, 7864166475, 7864167445 |
| PUBLIC NOTIFICATION | The notification area for this public hearing was 600 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). 54 notices were mailed to those property owners in the mailing area. |
| TRACT SIZE | ~0.73 Acres |
| TOPOGRAPHY | Primarily flat |
| VEGETATION | None |

SITE DATA

| | |
|-----------------------------------|---------------------------|
| Existing Use | Single-family dwellings |
| Adjacent Zoning | Adjacent Land Uses |
| N O (Office) | Office uses |
| E O(Office) | Office uses |
| W PI (Public and Institutional) | UNCG campus |
| S RM-26 (Residential Multifamily) | Multifamily dwellings |
| R-7 (Residential Single-Family) | Single family dwellings |

Zoning History

| | | |
|--------|------|-----------------|
| Case # | Date | Request Summary |
|--------|------|-----------------|

N/A N/A These properties have been zoned O (Office) since July 1, 2010. Prior to the implementation of the Land Development Ordinance (LDO), they were zoned GO-M (General Office-Moderate) respectively.

ZONING DISTRICT STANDARDS

District Summary *

| Zoning District Designation: | Existing (R-3) | Existing (R-5) | Requested (R-3/R-5 with an overlay district) |
|------------------------------|---|--|---|
| Max. Density: | 3 dwelling units per acre | 5 dwelling units per acre | Refer to attached NCO manual |
| Typical Uses | Primarily intended to accommodate low density single-family detached residential development. | Primarily intended to accommodate low-density single-family detached residential developments. | Primarily intended to accommodate low density single-family detached residential development. |

**These regulations may not reflect all requirements for all situations; see the City of Greensboro Development Ordinance for all applicable regulations for site requirements for this zoning district.*

Overlay District Ordinance/Historic Preservation

The subject site is located within the College Hill Local Historic District. See Greensboro Historic District Program Manual and Design Guidelines for detailed applicable requirements.

The subject site is also located within the West Friendly Avenue Visual Corridor Overlay Zone and the Central Business Overlay Zone, which prohibit establishment of new outdoor advertising signs therein.

Airport Noise Cone

n/a

IMPACT ANALYSIS

Land Use Compatibility

The existing Office (O) zoning classification allows uses that are generally compatible with development patterns in this area. However, the **removal of these properties from the College Hill Local Historic Overlay District** would not be compatible with the general character of the area and the remainder of this Historic District.

Connections 2025 Comprehensive Plan Policies

The adopted College Hill Neighborhood Plan designates this location as **Mixed-Use Office**. The requested **removal of these properties from the College Hill Local Historic District Overlay District** is inconsistent with this future land use designation and other aspects of the College Hill Neighborhood Plan.

Connections 2025 Written Policies

Land Use Goal 4.1 – Growth Strategy: Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

Policy 4A: Remove present impediments to infill and investment in urban areas.

Policy 4B: Target capital investments to leverage private investment in urban areas.

Policy 4C: Promote new patterns and intensities of use to increase economic competitiveness and

enhance quality of life in urban areas.

Policy 4D: Identify potential opportunities and selectively target, plan and promote development/reuse initiatives.

Community Character, Goal 5.2 – Man-Made Environment: Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

Policy 5E: Improve the aesthetic quality of publicly owned and maintained landscapes.

Policy 5F: Implement and improve design standards governing the appearance of development from public roadways.

Housing and Neighborhood, Goal 6: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

Policy 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

Economic Development, Goal 7: Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

Policy 7A: Target city investment and regulatory policies for economic development.

Policy 7C: Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

Transportation, Goal 8: Develop and maintain a safe, efficient, and environmentally sound transportation system that provides convenient choices for accessing destinations throughout Greensboro and the Triad, including a range of well-integrated transit, pedestrian, and bicycle linkages.

Policy 8A: Maintain a roadway network that safely and efficiently accommodates vehicular traffic while supporting other community objectives defined in the Comprehensive Plan.

College Hill Neighborhood Plan

VISION

College Hill is a neighborhood which bridges the past and the future of Greensboro, where resident owners, landlords, tenants, businesses and institutions are working together to preserve its historic character, ensure a high quality of life, and promote lasting neighborhood value. It is a lively, vibrant, walkable, and safe environment where the mix of well-maintained historic homes, public places, and neighborhood businesses, all contribute to a unique sense of place within the greater Greensboro community.

GOALS

Character - Strengthen College Hill's rich social mosaic and distinct neighborhood identity, while building greater social cohesion. Promote a built environment that is more consistently high quality and reinvigorate the neighborhood's historic character.

Reinvestment - Ensure that College Hill is an attractive, family-friendly neighborhood; is kept safe through a diverse array of preventive measures; and presents a variety of housing options at prices affordable and inviting to households in a wide range of income levels.

Property Maintenance - Develop among property-owners, landlords, and tenants, a commitment to appropriate maintenance of residential structures, inside and outside, to ensure that all dwellings are safe, healthy, and attractive places to live.

Opportunities - Seek and support more retail and dining opportunities to meet the needs of neighborhood residents, while supporting historic character.

Open Space - Provide more open space within the neighborhood, address non-native/

invasive plants along stream, and pursue additional walking and bicycling connections.

Partnerships - Reinforce partnerships with UNCG, Greensboro College, students, businesses, neighborhood churches, and other key stakeholders to work toward long range neighborhood stability and prosperity.

Property Use - Encourage use and reuse of property that: is sensitive to historic context and neighborhood character; respects the strengths and limits of neighborhood capacity; and appropriately considers the impacts of development on traffic, parking and public safety in the neighborhood.

Due to College Hill's historic significance and its comparatively small size, it is important that any future development in the neighborhood be designed to be compatible with the character of the historic development patterns and architectural styles that define College Hill. Much of the neighborhood is protected by the Local Historic District Design Guidelines, though there have been cases in which the Guidelines were not adhered to or were complied with only after irrevocable changes have been made. Increased vigilance and consistent administration are needed to ensure the Guidelines are implemented correctly and completely within the boundaries of the College Hill Historic District.

Element A. Housing and Historic Character

Strategy 1) Encourage appropriate maintenance of residential structures, inside and outside, to ensure that all dwellings are safe, healthy, and attractive places to live, at prices affordable to households in a wide range of income levels.

Strategy 2) Actively promote the restoration, preservation, and celebration of College Hill's historic architecture and land uses.

Element D. Neighborhood Development

Strategy 1) Increase coordination, timeliness, openness, and effectiveness of the administration of land development processes.

Strategy 2) Ensure that all development activity is appropriately sensitive to context (adjacent properties and the broader neighborhood).

Strategy 3) Encourage enhancements to the quality of available business sites, and establishment of businesses that serve neighborhood needs.

Connections 2025 Map Policies

Mixed Use Office: The Mixed Use Office category provides areas on the fringes of the neighborhood that allow for a creative mix of non-residential uses, including small to medium scale offices and professional services, with residential uses, including townhouses, condominiums, or a mix of office and residential uses within the same structure, thereby creating the potential for live-work units.

CONFORMITY WITH OTHER PLANS

City Plans

Consolidated Plan 2010-2014: Plan for a Resilient Community

Principle 1 – Provide More Transportation Options:

Goal A: Promote transportation and development patterns and types that contribute to decreased household transportation costs.

Goal B: Improve access to destinations, especially via alternate modes (public transit, walking, and bicycling); including the critical first and last miles of journeys.

Goal C: Improve the safety of transportation systems and facilities, especially for vulnerable transportation users (children, seniors, handicapped adults, pedestrians,

bicyclists).

Principle 3 – Enhance Economic Competitiveness:

Goal E: Focus on energy efficiency as an economic generator for small business development.

Principle 6 – Value Communities and Neighborhoods:

Goal A: Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.

Goal E: Work at the neighborhood level to reconnect neighborhoods to jobs and services, promote "Desirable Infill Development" and redevelop major corridors to strengthen adjacent neighborhoods.

Principle 7 – Recognize the Environment as a Critical Element of Community Sustainability:

Goal A: Promote more efficient land development patterns.

Sustainability Action Plan

Element 1) Transportation and Land Use:

Policy 1) Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

Element 2) Green Jobs and Buildings:

Policy 3) Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

Policy 4) Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

Policy 6) Promote more efficient use of water through education, partnerships and pilot projects.

Element 3) Waste Reduction and Recycling:

Policy 7) Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro's solid waste diversion and recycling rates.

Element 6) Education and Outreach:

Policy 11) Provide technical support, awards and recognition to individuals and organizations furthering Greensboro's energy and sustainability efforts.

College Hill Redevelopment Plan

Objectives

The Redevelopment Plan for this area was intended to accomplish the following objectives:

- a) Remove structurally substandard buildings;
- b) Eliminate blighting factors including deficient lot platting and overcrowding of structures on land; and
- c) Encourage extensive rehabilitation.

Other Plans– N/A

PLANNING BOARD COMMENTS

The Planning Board held a public hearing on this request at their June 17th meeting and voted 5 to 3 in favor of recommending denial. The Board commented that although the subject properties are on the edge of the district and the area is leaning toward commercial development, the houses are still present and are still historic. The properties still meet the requirements for inclusion as contributing structures in the historic district. The houses form an important boundary for the College Hill historic district.

Staff/Agency Comments**Community Outreach**

Applicant is strongly encouraged to discuss this proposed removal of the subject site from the College Hill Historic District Overlay Zoning District with owners of adjacent properties and with representatives of the College Hill Neighborhood Association.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- New Markets Tax Credits (federal),
- Historically Under-utilized Business Zone tax credits (federal), and
- Urban Progress Zone tax credits (state).

STAFF Analysis

Historic records indicate the primary structures located on the subject properties were constructed as single family dwellings during the neighborhood's early development period (1890-1930). The subject properties were originally part of the 1895 Lenora subdivision, which included both Tate and McIver Streets. At the time of the dwellings' construction, automobiles were not popular and dwellings were accessed off alleys. Today these West Market Street dwellings still maintain access off a short alley (extension of Tate Street to McIver Street), in addition to a shared driveway access off West Market Street. Also, unique to the subject properties are the two structures located behind the properties addressed 1109 and 1111. These structures, also believed to have been constructed in the 1920's, contained living quarters for maids.

The properties addressed 1109 and 1111 West Market Street were converted to multifamily dwellings. The property addressed 1107 West Market Street later changed to office space, around 1960. Although there have been minor alterations to the structures' appearance, these structures remain physically related to the neighborhood through their architectural style, orientation, and street setbacks. It has been determined that the structures are in good condition and if restored could present an appealing block face entrance to the College Hill Historic District.

The process to establish and amend the boundary of a historic district overlay is identical and revolves around the determination of an area's (and the individual properties within the area) special significance in terms of historical, architectural and cultural importance and possessing integrity of design, setting, materials and association. Amending the boundary of an established historic district requires a number of review levels. To date, this request has been reviewed by the City's Historic Preservation staff, the North Carolina Department of Cultural Resources (State Historic Preservation Officer), the City's Historic Preservation Commission, and the City's Planning Board. All of these review bodies have thus far come to the same conclusion that although the current structures have been altered somewhat in appearance

since original construction, they are still contributing structures to the College Hill Historic District and are important in maintaining the overall integrity of this historic district.

The existing Office zoning for these properties allow a variety of office, personal and professional service, and multifamily uses that can reasonably be accommodated within these historic structures. Additionally these historic structures are also eligible for historic tax credits and other resources that can aid in the long term maintenance and viability of these properties for a variety of moderate intensity uses that are compatible with nearby development.

STAFF RECOMMENDATION

Staff recommends **denial** of the request to remove 1107, 1109 and 1111 from the **College Hill Local Historic Overlay District** boundary as shown on the attached map.